

8-27-1986

Cully/Parkrose Community Design Guidelines: Adopted by Ordinance Number 158942

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**CULLY/PARKROSE COMMUNITY
DESIGN GUIDELINES
ADOPTED BY ORDINANCE NUMBER 158942
AUGUST 27, 1986**

ORDINANCE No. 158942

An Ordinance implementing the Cully/Parkrose Community Plan and Parkrose I Study Area Comprehensive Plan Map designations and zoning by the adoption of the Cully/Parkrose Community Plan as a Neighborhood Plan under Portland Comprehensive Plan Policy 3.6; amending the Portland Plan Map designations by applying Comprehensive Plan Map designations and zoning for certain annexed properties in the Parkrose I Study Area; and declaring an emergency.

The City of Portland ordains:

Section 1. The Council finds:

1. The Multnomah County Comprehensive Framework Plan was adopted as amended on July 15, 1980 and updated in 1983. This plan sets the framework for inter-relating all of the Statewide goals into a broad statement of public policy.
2. The Cully/Parkrose Community Plan was adopted as integral component of the Multnomah County Comprehensive Framework Plan in April, 1979. The community plan addresses local issues and needs within the broad policy parameters of the Framework Plan and is a detailed amplification of that plan. Where conflicts arise between the local and area-wide plans, the provisions of the community plan take precedence (Comprehensive Framework Plan Policy 1-Plan Relationships). The extensive findings of the County community plan support the adoption of the reformatted Cully/Parkrose Community Plan for application to properties which have received Portland Plan Map designations and zoning.
3. The Portland Comprehensive Plan and its implementing Ordinances were acknowledged by the Land Conservation and Development Commission in May 1981. Comprehensive Plan Policy 3.6 (Neighborhood Plan) allows for the adoption and incorporation of a local plan into the Citywide Comprehensive Plan. Community/neighborhood plan provisions must be consistent with the Portland Comprehensive Plan and its implementing Ordinances.
4. Substantial portions of the Cully/Parkrose community were annexed to the City by 1985. Consequently responsibility for ongoing planning efforts for large portions of the community were transferred to the City. Parkrose I Study Area properties, 717.5 acres, were annexed to Portland in 1983-1985.
5. The 1979 Portland/Multnomah County Urban Area Planning Agreement establishes guidelines for the replacement of County Plan Map designations and zoning with Portland classifications on annexed properties. This agreement gives the City the option to impose the closest equivalent City designations and zones to existing County zones or to impose different zoning where no comparable City/County

classifications exist. Under the latter circumstances, conversion to noncomparable Portland designations and zones must be supported by findings. The Portland Zoning Code has no procedures or criteria for the placement of conditions on legislatively approved Comprehensive Plan Map designation and zone changes.

6. Urban Area Planning Agreement provisions are designed to ensure the orderly transition of planning functions between the two jurisdictions and integration of annexed areas into the City. Adoption of reformatted County community plans as Portland community/neighborhood plans facilitates agreement objectives.
7. Ten policies in the original Cully/Parkrose Community Plan addressed local circumstances, issues, and concerns were considered for inclusion in the reformatted neighborhood plan. The Mobile Home Policy No. 25 was deleted because of its inconsistency with Portland Comprehensive Plan policies. In the County manufactured housing is allowed on properties zoned for multifamily use. Portland Plan provisions allow this housing type in specified single-family or commercial zones. The minimum site size for mobile home parks in the City is four acres. The remaining nine recommended policies have been reformatted for consistency with the Portland Comprehensive Plan and its implementing Ordinances.
8. The recommended general, community, and site design guidelines serve as community recommendations which the City would consider in making future land use decisions and assessing local needs. The Community and site guidelines are also used in land use and site reviews to promote functional, safe, and attractive developments which are compatible with the surrounding area. The nine geographically specific design areas exhibit redevelopment potential or present opportunities for urbanization.
9. Criteria used to compare Portland and Multnomah County Comprehensive Plan Map designations and base zones for use in the Parkrose I Study Area were: purpose, uses, dimensional requirements, and development limitations.
 - a. The Portland Single-family (R5 and R7) Map designations and zones meet the intent and are consistent with the County Urban Low Density Residential (LR-5 and LR-7) zones for developed neighborhoods.
 - b. The Portland Townhouse (R3) and Multifamily (R2) Map designations and zones meet the intent and are consistent with the County Urban Medium Density (MR-3 and MR-4) and Urban High Density Residential Map designations and zones for residential uses. Offices, motels, and hotels are among the uses allowed as conditional uses in the County multifamily zones. These uses are not permitted in Portland residential zones. The closest equivalent City Map designations and zones, given the scale of development in Parkrose I, for developed offices, motels, and

hotels are Limited Commercial (C5) and General Commercial (C2) respectively.

- c. The Portland Limited Commercial (C5) Map designation and zone is consistent with the intent of the County's Urban Business and Professional Office classifications for office uses. Differences exist because of the County's allowance of up to 20 percent of the gross floor area in an office building to be devoted to retail activities and the City's scale oriented development regulations.
- d. The Portland Neighborhood Commercial (C4) Map designation and zone is comparable in intent and consistent with the County Local Commercial (LC) Map designations and zones for sites which can support a maximum of 7,000 square feet of improvements for a primary use. A commercial activity in the County LC zone may occupy up to 10,000 square feet of gross floor area. The closest equivalent for larger uses in Portland is the General Commercial (C2) zone. A wider range of commercial uses are allowed in the Portland C2 zone than either the City C4 or County LC zones..
- e. The Portland General Commercial (C2) Map designation and zone is the closest equivalent to the County Urban Neighborhood (NC) and General Commercial (GC) classifications. No limitations on scale of development are present in the City C2 zone.
- f. To facilitate traffic flows on high volume arterials with limited capacities, Multnomah County developed the Strip Conversion (SC) Commercial Map designation and zone. Site improvement standards in this zone place limits on the frequency of vehicular turning movements to/from sites. Portland has no comparable classification but regulates traffic impacts of development through the Arterial Streets Classification Policy (ASCP). The closest equivalent zone, based on uses allowed and other development regulations, is the Portland General Commercial (C2) Map designation and zone.
- g. Urban Future (UF) Map designations and zones were used by Multnomah County to implement the Comprehensive Framework Plan's growth management strategies. Until levels of public services could support urban patterns of development, interim land uses such as agriculture were encouraged. By limiting subdivision of property in UF zones below stated minimums such as 10, 20, or 40 acres, large sites could be preserved for future urban development. The closest City equivalent is Farm and Forest (FF) which has a 2 acre minimum lot size. The selling of farm produce on-site is not allowed in the FF zone.
- h. The Aircraft Landing Map designations and zones for the City (L) and County (LF) are comparable in intent and regulations.
- i. The Portland Site Review (SR) Overlay zone encompasses the intent and criteria used by the County in the design review process.

- j. The Portland Buffer (B) Overlay zone can be used to mitigate the potential off-site adverse impacts of development on abutting properties and the surrounding area.
10. Parkrose I water, sanitary sewer, and stormwater facilities are operated by Portland. Existing public infrastructure or planned improvements are adequate to support urban development allowed under recommended Portland Comprehensive Plan Map designations and zoning. Intensification of existing land use patterns will support the efficient operation and delivery of public services.
 11. The recommended Portland Comprehensive Plan Map designations and zoning are consistent with the goals, policies, and design guidelines of the reformatted Cully/Parkrose Community Plan and Sandy Boulevard redevelopment plans. These plans encourage the siting and expansion of firms providing a wide range of consumer goods and services in the Parkrose business district and NE 122nd Avenue commercial node.
 12. Application of the Portland Townhouse Comprehensive Plan Map designation and R3 zoning on Urban Future areas at NE 122nd and NE Shaver is consistent with Cully/Parkrose Community Plan strategies or urbanization of the area.
 13. The term 'Neighborhood' is not reflective of the size, scale, or diversity of the Cully/Parkrose Community area. The term 'Community' rather than Neighborhood will be used in the title and text of the neighborhood plan for this community.
 14. Based on the long-standing issues associated with the zoning and use of properties on the southeast corner of NE Prescott and NE 112th, the City Council directed further study and consideration of the area and referred the issue to mediation. These properties will retain County Map designations and zoning pending the results of mediation and further action by the City Council.
 15. The Cully/Parkrose Community Group, Argay and Parkrose Neighborhood Associations and Riverwood Condominium Associations support the adoption of the reformatted Cully/Parkrose Neighborhood Plan and application of recommended Parkrose I Study Area Portland Comprehensive Plan designations and zoning. All public notification requirements have been met. In addition to Bureau of Planning sponsored community meetings and Planning Commission public hearings, Bureau of Planning staff attended more than 20 meetings in the community to discuss the plan reformatting and zoning conversion processes.
 16. On April 22 and June 10, the Planning Commission held public hearings on the Cully/Parkrose Community Plan and the application of Portland Comprehensive Plan Map designations and zoning to annexed properties in the Cully/Parkrose Study Area. On June 10, 1985 the Planning Commission recommended adoption of the Cully/Parkrose Community Plan under Portland Comprehensive Plan Policy 3.6 and

ORDINANCE No.

application of Comprehensive Plan Map designations and zoning to annexed properties in the Parkrose I Study Area.

17. The recommendations of the Planning Commission on the Cully/Parkrose Community Plan and application of Portland Comprehensive Plan designations and zoning to annexed properties in Parkrose I Study Area are in conformance with Portland's Comprehensive Plan and with the Statewide Planning Goals. The recommended Cully/Parkrose Community Plan and the recommended Comprehensive Plan Map designations and zoning were submitted to the Department of Land Conservation and Development for review as required by OAR 660, Division 18, Post-acknowledgement Procedures. No objection was received from the Department of Land Conservation and Development.
18. It is in the public interest that the recommendations on the Cully/Parkrose Community Plan and Comprehensive Plan Map designations and zoning for the Parkrose I Study Area be adopted to promote the orderly integration of annexed areas into the City.

NOW, THEREFORE, The Council directs:

- a. That the Cully/Parkrose Community Plan, attached as Exhibit A and incorporated herein by this reference, is thereby adopted as a Portland Neighborhood Plan under Policy 3.6 (Neighborhood Plan) of the Portland Comprehensive Plan.
- b. That the Portland Comprehensive Plan Map designations and zoning are hereby applied to the Parkrose I Study Area, as shown on the attached Exhibit B, and incorporated herein by this reference.
- c. That the facts, findings, conclusions, and recommendations in the Report of the Planning Commission on the Cully/Parkrose Community Plan and Parkrose I Study Area Portland Comprehensive Plan Map Designations and Zoning for the Parkrose I area attached as Exhibit C and incorporated herein by this reference, are thereby adopted by the Council.

Section 2. The Council declares that an emergency exists in order that there be no delay in implementing the Cully/Parkrose Community Plan and applying Comprehensive Plan Map designations and zoning; therefore, this Ordinance shall be in full force and effect upon and after its passage by Council.

Passed by the Council, **AUG 27 1986**

Commissioner Strachan
August 27, 1986
C. Acres:ls
51005007/5300

Jewel Lansing

Auditor of the City of Portland

By *Doris E. Chubb*
Deputy

DESIGN GUIDELINES

These guidelines are intended to provide a framework for the design of new and existing buildings and structures in the community. The guidelines are intended to be used by the community and the design profession to ensure that new buildings and structures are designed in a manner that is consistent with the community's goals and objectives. The guidelines are intended to be used by the community and the design profession to ensure that new buildings and structures are designed in a manner that is consistent with the community's goals and objectives.

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100. Design Guidelines

INTRODUCTION

The Cully/Parkrose Community consists of older established residential, commercial, and industrial areas; large vacant parcels under cultivation; new single and multifamily residential subdivisions; and developing industrial parks. The established areas present opportunities for redevelopment as well as serving as a foundation for new growth. Planned public capital investments will support the siting of new industrial, commercial, and residential activities and the redevelopment of some more mature areas.

The general, community, and site design guidelines seek to protect and enhance the identity of the Cully/Parkrose Community. The general design guidelines provide a framework for the evaluation of proposed developments subject to the land use and site review processes. The community design guidelines describe strategies which the private and public sectors may use to preserve and promote the livability of the area. The site design guidelines are to be used by builders and renovators to ensure development compatible with the surrounding area.

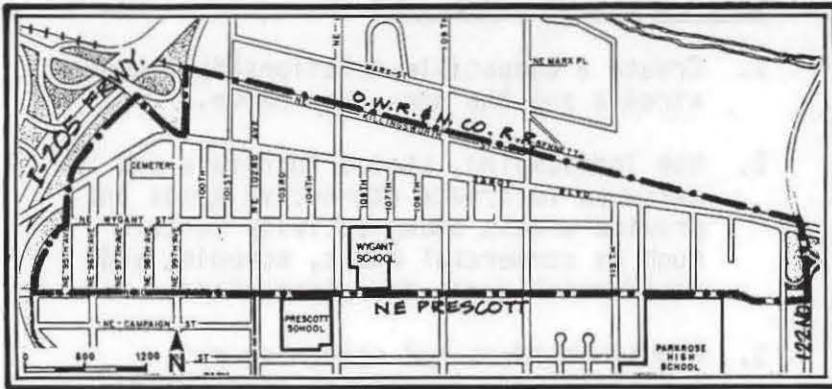
The community and site design guidelines apply in the Community's 12 design areas which have been identified as presenting opportunities for redevelopment and urbanization. The guidelines seek to maintain the character of existing development without unduly limiting the realization of the Community's urban development potential. The 12 design areas are:

1. Parkrose Business District and Vicinity
2. North Portland Highway
3. Cully Boulevard and Vicinity
4. I-205
5. Northside of Sandy Boulevard (East of 122nd to NE 148th)
6. West Sandy Boulevard (82nd to I-205)
7. Original Parkrose Subdivision (102nd-112th and 115th)--Fremont to Prescott
8. Urban Future Area Immediately East of the Middle and High Schools
9. Undeveloped Land along Sandy Boulevard and NE 147th/148th Avenues
10. Residential Development Surrounded by Industrial Uses North of Union Pacific Railroad
11. 82nd Avenue, Airport-related Commercial Area
12. Halsey/Weidler Strip and San Rafael Shopping Center

A. GENERAL DESIGN GUIDELINES

1. Create a compatible relationship between streets and the uses they serve.
2. Use landscaping, street furniture and walkways to create attractive areas and provide access among activity centers such as commercial nodes, schools, and residential areas for pedestrians.
3. Provide buffers and screening on industrial and commercial sites where they abut residential areas.
4. Use street trees, landscape medians, open space and other landscape areas to enhance the appearance of the area.
5. Encourage the development of the vacant parcels in the community in scale with the developed community.
6. Create public outdoor meeting places where community interaction can occur.
7. Preserve and enhance natural features.
8. Place all utility lines underground.
9. Identify areas for additional design review guidelines.

B. DESIGN AREA GUIDELINES



1. Parkrose Business District and Vicinity

Development Objective: Recognize the importance of the District as a Neighborhood focal point and reinforce the area's function as a retail, service and community center while minimizing adverse impacts on the surrounding residential areas.

Property lines abutting the I-205 right-of-way shall also be subject to the I-205 Design Area guidelines. In cases of conflicts, the more stringent guidelines shall apply.

a. Community Guidelines

- (1) Re-define Sandy Boulevard to also function as a community "Main Street."

- (2) Create a shopping environment by:

- o Encouraging building renovation.
- o De-emphasize the strip commercial character of the area.
- o Encouraging new specialty businesses.
- o Encouraging community uses such as the post office, day care centers, theatres, library, and transit stations.
- o Improving pedestrian linkages to nearby residential areas.

- (3) Increase living opportunities by:

- o Encouraging higher residential densities in the adjacent residential area within one-quarter mile of transit and shopping.
- o Promote rehabilitation of substandard housing and production of new affordable housing.

- (4) Integrate uses within the community by:

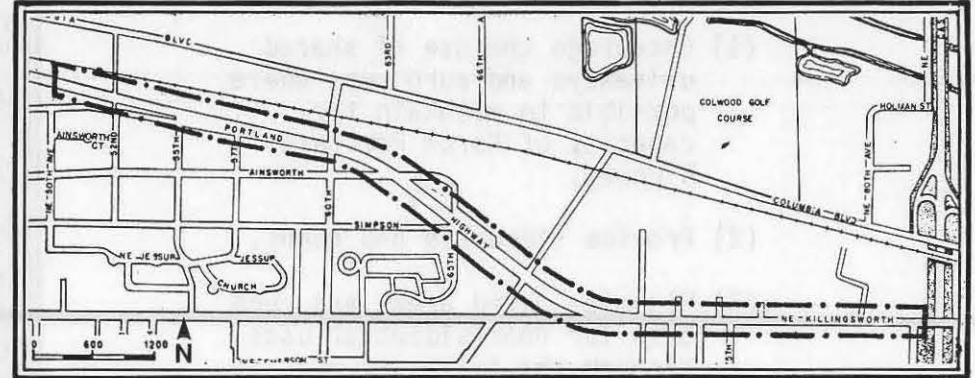
- o "Stepping-down" residential densities south of Prescott from the higher density around the business district.

- o Providing buffering and screening on commercial sites where they abut residential zones.

- (5) Work to improve the economic viability of the area.

b. Site Guidelines

- (1) Improve sidewalks to City standards.
- (2) Provide street trees.
- (3) Create landscape areas with street furniture e.g., drinking fountains and benches.
- (4) Create off-street, joint parking areas.
- (5) Extend sidewalks from Sandy Boulevard to the residential area to the south.
- (6) Encourage upper story apartments over businesses.



2. North Portland Highway

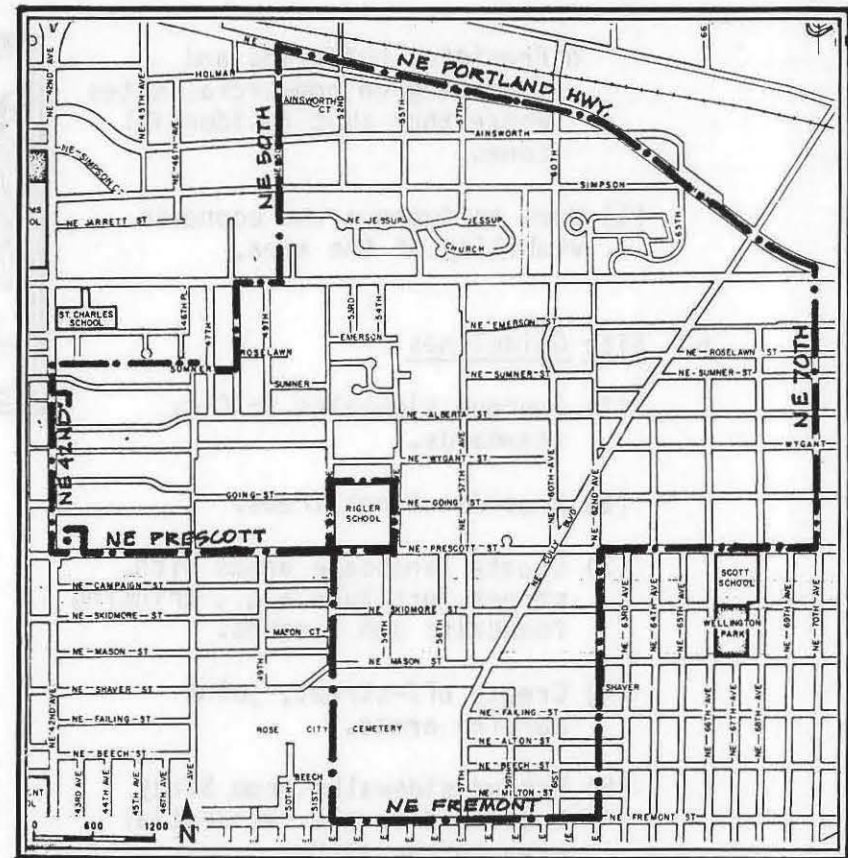
Development Objective: Transition a strip development pattern of commercial and industrial uses on sites fronting on the highway into an interconnected linear commercial pattern designed to create an aesthetically pleasing community buffer between the industrial area and the residential neighborhoods to the south.

a. Community Guidelines

- (1) Cluster local commercial uses in centers easily accessible to the community.
- (2) Expand the commercial area bisected by Cully Boulevard south of the highway.
- (3) Expand housing opportunities in adjacent areas by encouraging medium density residential development within one-half mile of the commercial area.

b. Site Guidelines

- (1) Encourage the use of shared driveways and curb cuts where possible to maintain the capacity of North Portland Highway.
- (2) Provide sidewalks and curbs.
- (3) Minimize paved areas and curb cuts for nonresidential uses through the joint use of driveways, parking, and maneuvering areas.
- (4) Provide street trees.
- (5) Create landscape areas in building setbacks.
- (6) Screen outside storage.
- (7) Provide landscaping and buffering on commercial and industrial sites where they abut residential zones.
- (8) Create connections to the neighborhood for pedestrians.



3. Cully Boulevard and Vicinity

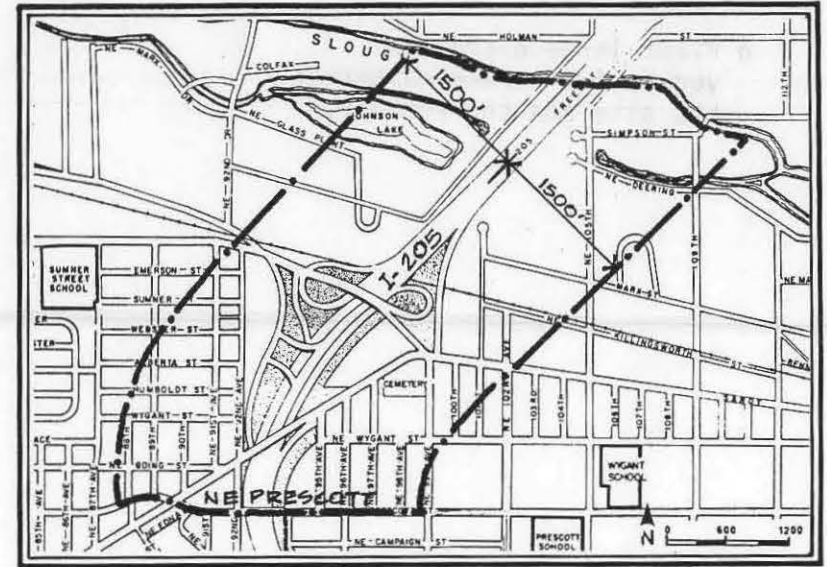
Development Objective: Create a multiple use area served by transit which is compatible with the adjacent lower density residential area.

a. Community Guidelines

- (1) Increase residential opportunities by:
 - o Encouraging multifamily residential uses in scale with the existing neighborhood.
 - o Encouraging residential uses on upper floors of commercial buildings.
- (2) Encourage the retention of neighborhood commercial uses on NE 42nd Avenue and Cully at NE Prescott.
- (3) Place all utility lines underground.

b. Site Guidelines

- (1) Buffer adjacent sites by:
 - o Locating driveways away from adjacent residences.
 - o Adding vegetative screening to retain privacy for existing residences.
 - o Providing commercial parking on the interior of the site, screened from the street.
- (2) Minimize paved areas and curb cuts for nonresidential uses by encouraging the joint use of driveways, parking, and maneuvering areas.



4. I-205

Development Objective: Prevent unsightly development along roadways which serve as important visual gateways to the State, City and Airport.

Properties also within the Parkrose Business District and Vicinity or West Sandy Boulevard Design Areas are exempt from these requirements except as provided for in those Design Area Plan sections.

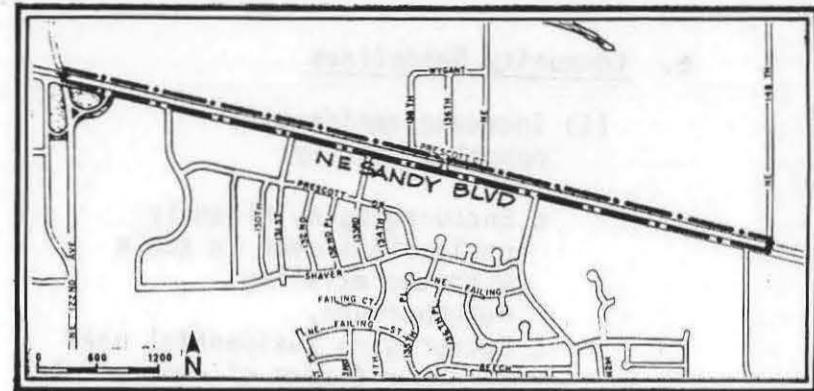
Site Guidelines

(1) Site layout.

- o Locate storage and loading areas on the side and rear of buildings.

(2) Landscaping.

- o Plant large evergreen vegetative screening between the site and the roadway.

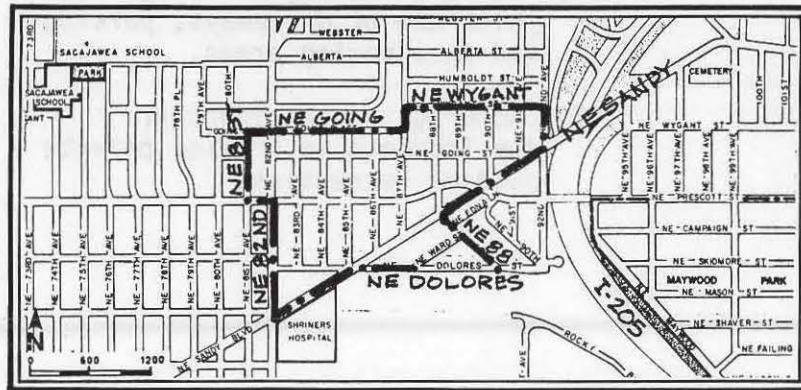


5. North Side of Sandy Boulevard (East of 122nd Avenue to NE 148th)

Development Objective: Buffer the existing residential area south of Sandy Boulevard from the new industrial area north of the Union Pacific Railroad tracks.

Site Guideline

Use large evergreen plantings to screen the view of the industrial areas where they abut the railroad. The vegetation should not be of a type which will grow to a height which will block the views of Mt. St. Helens, Mt. Adams, and the Silver Star Range of the Cascade Mountains.



6. West Sandy Boulevard (82nd Avenue to I-205)

Development Objective: Create a multiple use neighborhood compatible with its surroundings.

Property lines abutting the I-205 right-of-way shall also be subject to the I-205 Design Area Guidelines. In case of conflicts, the more stringent set of guidelines shall apply.

a. Community Guideline

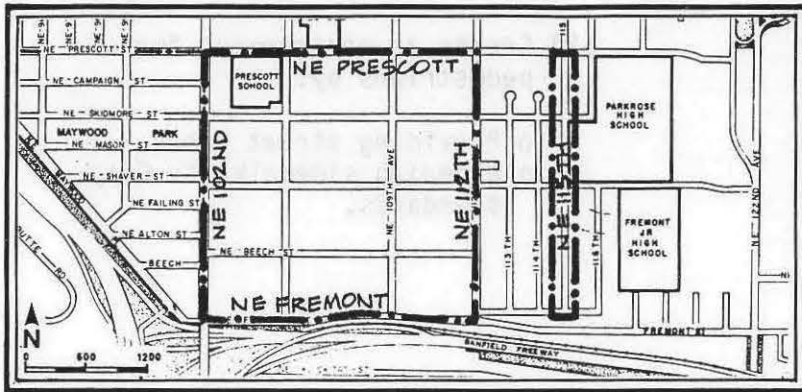
Encourage medium density multifamily residential and neighborhood oriented commercial development.

b. Site Guidelines

- (1) Create linkages for pedestrians between commercial centers and adjacent residential areas.

- (2) Create an environment for pedestrians by:

- o Providing street trees.
- o Widening sidewalks to City standards.



7. Original Parkrose Subdivision
(102nd-112th and 115th)--Fremont to
Prescott)

Development Objective: Encourage full utilization of potential homesites through resubdivision of large lots while protecting adjacent properties from adverse impacts such as invasion of privacy, noise and glare.

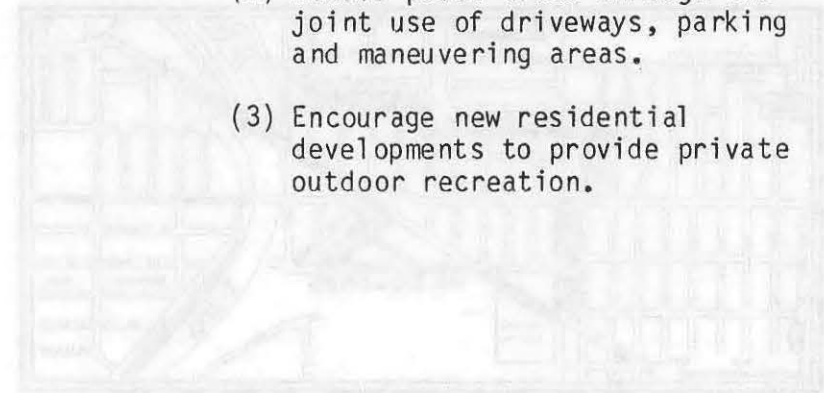
a. Community Guideline

Place all utility line underground.

b. Site Guidelines

- (1) Locate commercial and industrial site driveways away from adjacent residences or provide buffers and landscaping to ameliorate glare, noise and heat reflection.

- (2) Remove paved areas through the joint use of driveways, parking and maneuvering areas.
- (3) Encourage new residential developments to provide private outdoor recreation.



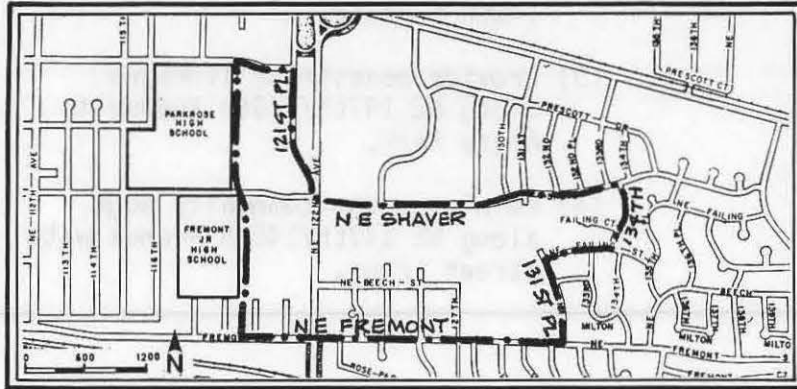
Development Objective: Encourage full utilization of potential homesites through resubdivision of large lots while protecting adjacent properties from adverse impacts such as invasion of privacy, noise and glare.

a. Community Guideline

Place all utility line underground.

b. Site Guidelines

- (1) Locate commercial and industrial site driveways away from adjacent residences or provide buffers and landscaping to ameliorate glare, noise and heat reflection.



8. Undeveloped Land Immediately East of the Middle and High Schools

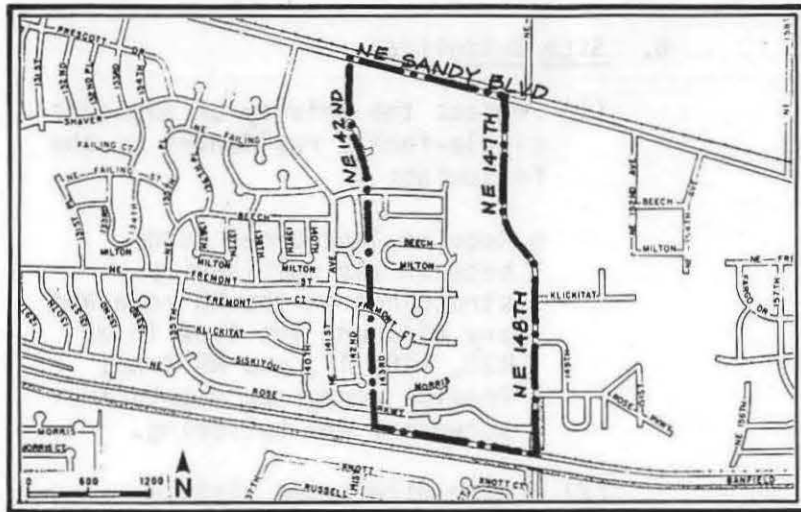
Development Objective: To integrate aesthetically pleasing medium density multifamily residential development into the community.

a. Community Guideline

Provide a pedestrian link to the elementary school at N.E. 131st Avenue.

b. Site Guidelines

- (1) Protect the privacy of adjacent single-family residences by the following:
 - o Require landscaped yards between the multifamily structures in the R3 zone and any adjacent lot line in an R20, R10, R7, and R5 Zone.
 - o Provide evergreen vegetative screening and buffering.
- (2) Create direct and visible landscaped linkages for pedestrians between the K-Mart Shopping Center, Shaver and Parkrose schools, and adjacent residential areas.



9. Undeveloped Land Along Sandy Boulevard and 147th/148th Avenues

Development Objective: To integrate aesthetically pleasing medium density multifamily residential development into the community.

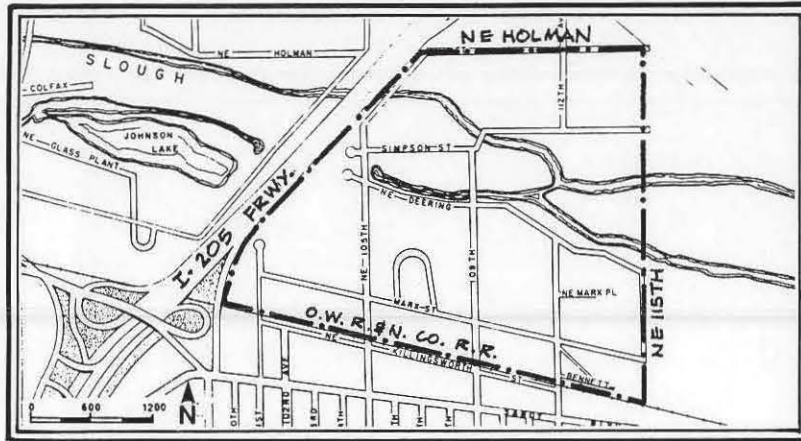
Site Guidelines

- (1) Protect privacy of adjacent single-family residences by the following:
 - o Require landscaped yards between the multifamily structures in the R3 zone and any adjacent lot line in an R20, R10, R7, and R5 Zone.
 - o Require evergreen vegetative screening and buffering.

(2) Orient traffic to NE 147th/148th Avenues.

(3) Provide pedestrian linkages along NE 147th/148th Avenue to Argay Park.

(4) Reinforce the community edge along NE 147th/148th Avenue with street trees.

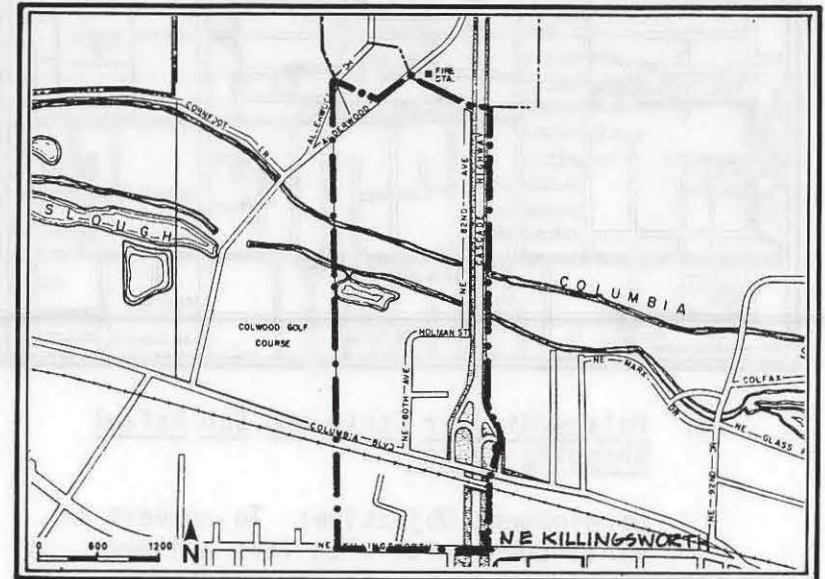


10. Residential Development Surrounded by Industrial Uses North of the Union Pacific Railroad

Development Objective: Maintain a viable residential neighborhood buffered from industrial development while the neighborhood converts to industrial uses.

Site Guidelines

- (1) Provide evergreen vegetative screening and buffering on new industrial development where they abut existing residential uses.
- (2) Provide an interim building setback for industrial uses from any property line common to a residentially zoned parcel.

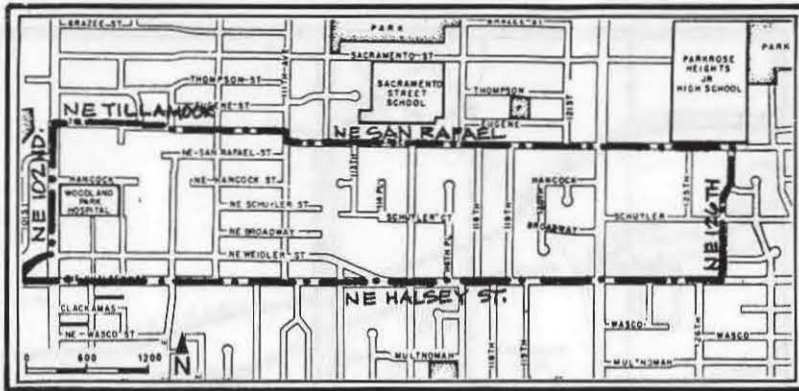


11. 82nd Avenue, Airport-related Commercial Area

Development Objective: To create an aesthetically pleasing setting along 82nd Avenue.

Site Guideline

Locate loading and outside storage areas on the west side of development.

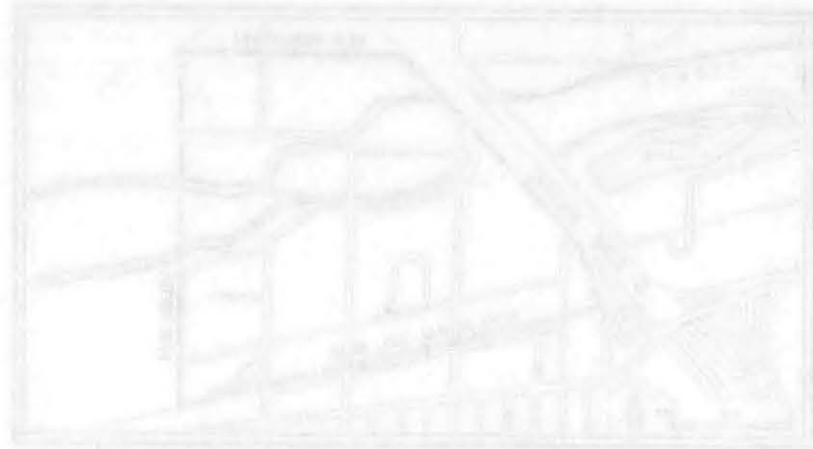


12. Halsey/Wiedler Strip and San Rafael Shopping Center

Development Objective: To convert a strip commercial area into a linear mixed use area with neighborhood commercial centers.

Site Guidelines

- a. Provide street trees and landscaped areas with medium scale vegetation.
- b. Provide linkages for pedestrians to the adjacent residential areas.
- c. Buffer adjacent residences with vegetative screens.
- d. Minimize paved areas through joint use of driveways, parking, and maneuvering areas.



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